

# reform & inform

Moving Forward with Prison Reform in California

2007 - 2008



## Prison Reform: A Path Toward Rehabilitation

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, is now California law, and it has triggered the CDCR and a number of community and state partners to begin working to improve services, reentry opportunities, and to reduce inmate overcrowding.

The goal of the Department is to develop and support improved rehabilitation and community reentry programs designed specifically to reduce crime and enhance public safety.

This effort, referred to as "AB 900," provides the first and largest prison capital outlay program in decades by allocating \$7.7 billion in funding and bond resources.

AB 900 will add some 53,000 prison beds and in-jail beds. It will also provide legislative approval to move inmates out-of-state as a temporary solution to ease overcrowding woes in the prison system.

In addition, immediately following signing of AB 900, Governor Schwarzenegger appointed two strike teams to guide the CDCR in its effort to reduce overcrowding and increase rehabilitation and reentry opportunities statewide.

One strike team will advise the Secretary and assist reform in prison rehabilitation programs; the other will ensure that the construction of correctional facilities is expedited. The teams are made up of more than 20

experts from universities, community organizations and state government. The two strike teams will work in tandem to provide the Department with the support it needs to carry out these necessary reforms.

"The state is working on many fronts to reduce overcrowding in California's prisons," said CDCR Secretary James E. Tilton. "We will be using all of the tools at our disposal to implement the new reforms, and ensure that public safety is protected."

The goals of the prison reform are simple: First, provide much needed beds for treatment and rehabilitation, and second, reduce the overcrowding that

has made it difficult for the department to offer services because dayrooms and gyms are overflowing with inmates.

Through AB 900, the Department will continue to work with local governments, treatment providers, prison reform experts and academia for their endorsement, guidance and participation as the Department increases programs, initiates an infill bed construction program, and builds community partnerships to ensure reentry facilities are in as many communities as possible.

### The Problem

The state currently houses more than 172,000 inmates in prisons, with nearly 18,000

**(Continued page 3)**

## Public Safety Amongst Growth and Change

**By James E. Tilton, Secretary, CDCR**

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, was signed by Governor Schwarzenegger May 3, 2007, following an historic agreement struck by legislative leaders and the

Governor.

Now state law, this effort represents a seismic shift in California's corrections system. CDCR can now begin the effort to move away from a model of massive, remotely-located prisoner warehouses

**(Continued page 4)**



CDCR Secretary James Tilton

# Expert Panel to Design CDCR's Roadmap for Rehabilitation

By Terry Thornton, Information Officer II, Office of Communications

A panel of national experts has begun working with the CDCR to assess and strengthen its rehabilitation programs. The panel is chaired by Marisela Montes, Chief Deputy Secretary, Adult Programs. Made up of national experts in the fields of corrections, criminal justice, rehabilitation, academia, reentry, substance abuse treatment, and other disciplines, this panel completed a comprehensive evaluation of all adult prison and parole programs designed to reduce recidivism.

"This is a dream team of experts," said Joan Petersilia, Ph.D., Director of the Center for Evidence-Based Corrections, University of California, Irvine, and co-chair of the panel. "The panel is a unique blend of researchers and practitioners heavily weighted with people with practical experience."

The 2006-2007 Budget Act provided \$900,000 to CDCR to assemble the group of experts. The experts conducted an inventory of all programs and determined their impact on recidivism reduction. The panel also compiled statistics showing the number of offenders who participate in such programs, the effectiveness of each

program, and the need to expand them to other offenders who could benefit from them. This information will be used to design a program model for evidence-based offender rehabilitation.

"If we are to truly make a difference, we need to realize that the first day of imprisonment is also the first day of rehabilitation," said Montes. "Reducing recidivism requires attention at every stage of incarceration, from custody through parole."

"Parole has to be a seamless transition," added Mark Carey, criminal justice consultant with the Mark Carey Group and member of the expert panel. "What gets started in prison gets finished in the community. Decisions need to be based on the date of release rather than seniority."

During the first half of 2007, panel members put in substantial amounts of time reviewing California's adult offender programs to identify best practices and make recommendations. CDCR will use these recommendations – essentially a road map for rehabilitation – to develop more effective programs that reduce recidivism and address the expectations outlined in the Budget Act language.

"We need to know what

**Expert Panel Members:**

The panel is chaired by Marisela Montes, Chief Deputy Secretary, Adult Programs, and co-chaired by Dr. Joan Petersilia, Ph.D., Director, Center for Evidence-Based Corrections, University of California, Irvine. Panel members include (in alphabetical order):

James F. Austin, Ph.D., JFA Associates  
Jeffery A. Beard, Ph.D., Director, Pennsylvania Department of Corrections  
Barbara Bloom, Ph.D., Professor, Criminal Justice, California State University, Sonoma  
Mark Carey, Mark Carey Group  
Elyse Clawson, Executive Director, Crime and Justice Institute  
James H. Gomez, Director (retired) California Department of Corrections  
Marty Horn, Commissioner, Department of Corrections, New York City  
Kermit Humphries, Reentry Specialist, National Institute of Corrections  
Steve Ickes, Deputy Director, Arizona Department of Corrections  
Michael Jacobson, Ph.D., President, VERA Institute of Justice  
Barry Krisberg, Ph.D., President, National Council on Crime and Delinquency  
Joe Lehman, Secretary (retired) Washington State Department of Corrections  
Mimi Silbert, Ph.D., President and CEO, Delancey Street Foundation  
Faye Taxman, Ph.D., Professor at Wilder School of Government and Public Affairs  
Reggie Wilkinson, Ed.D., Director (retired) Ohio Department of Corrections.

programs work and don't work," Carey said.

It also will assist local governments and law enforcement in dealing with parolees enabling CDCR to strengthen its collaboration with communities.

The panel submitted its first report to the chairpersons and vice-chairpersons of the committees in both houses of the Legislature who consider the state budget, and to the Legislative Analyst's Office in late June.

The report included an inventory of existing programs and how many

offenders each of the programs can serve. It also provided recidivism strategy recommendations to implement new programs and improve existing ones and identified best practices from other states.

"The expert panel's efforts are major steps toward a systematic and ongoing evaluation of adult offender programs," Montes said. "We are expecting this to be a major catalyst in reducing recidivism and enhancing public safety for all Californians."

## In This Issue

Reform Strike Teams	pg 5
Reentry Facilities	pg 6
Local Jail Beds	pg 9
Parolee Employment	pg 10
Out-of-State Inmate Transfers	pg 12
Focus on Female Offenders	pg 14



The Reform and Inform is a special edition publication produced, and distributed by the Department of Corrections and Rehabilitation Office of Public and Employee Communications.

Office of Public and Employee Communications  
(916) 445-4950

**Arnold Schwarzenegger**  
Governor

**James E. Tilton**  
CDCR Secretary

**Deborah Hysen**  
Chief Deputy Secretary,  
Facilities, Planning and Construction

**Kathy Jett**  
Undersecretary of Programs

**Marisela Montes**  
Chief Deputy Secretary,  
Adult Programs

**Oscar Hidalgo**  
Executive Editor

**George Kostyrko**  
Managing Editor

### Contributors

Margot Bach  
Cheryl Campoy  
Glenn Lavin  
Frank Losco  
Jonathan Parsley  
Kathy Prizmich  
Bill Sessa  
Christopher Strattan  
Terry Thornton  
Seth Unger

### **("Reform" from pg. 1)**

inmates double- and triple-bunked in gyms, dayrooms, and other facilities never intended to house inmates.

More than 32 local jail systems are operating under population caps, court-imposed or other, with an estimated 18,000 local inmates a month avoiding jail completely or being released without completing their sentences because of overcrowding.

Contributing to the crisis is the fact that California has some of the highest return to prison rates in the nation, meaning not only increased costs and overburdened capacity, but also a revolving door of repeat offenders creating new victims every time they are released.

Currently, the state has a handful of federal judges threatening to impose an inmate population cap, because inmates' attorneys argue that overcrowding has impacted the Department's ability to provide adequate medical and mental health care, as well as access to the Americans with Disabilities Act.

Many of these factors, the overcrowding crisis – the threat of federal takeover of the state prison system, among others – combined with the Governor's commitment to true reform and a Legislature supporting substantive reform – produced AB 900.

### **Legislation Provides Necessary Authority**

The Public Safety and Offender Rehabilitation Services Act of 2007 includes a comprehensive series of reforms that would increase the capacity of the prison system, increase bed space in local jails and build secure reentry facilities to house

rehabilitation efforts. In addition, this legislation provides the Department a short-term solution to tackle overcrowding by moving appropriate inmates to out-of-state correctional facilities.

#### **• Prison and Community Reentry Beds for State Prisoners: 40,000.**

The law provides \$6.1 billion to increase the number of beds in state prisons. Rehabilitation services: substance abuse treatment, mental health services and job training.

These beds are broken down into three distinct areas:

#### **• Rehabilitation and**



Inmates who earn certification for job skills are more likely to succeed.

#### **Secure Reentry Beds:**

**16,000.** The law prioritizes rehabilitation and recidivism reduction. It directs CDCR to set aside 4,000 beds for drug treatment and create 16,000 new beds in secure reentry facilities.

• **Infill Beds: 16,000.** The law adds 16,000 beds at existing prisons to reduce the number of prisoners in emergency beds. Currently, state prisons house approximately 172,000 prisoners in facilities designed for about half that number.

• **Medical Beds: 8,000.** The law authorizes construction of up to 8,000 medical, dental and mental health facility beds as mandated

by the federal Receiver. The Receiver will determine when and where these beds will be added, and also what services (mental health, long-term care, other) they will provide. Funding of those beds remains to be determined.

#### **• Local Jail Beds: 13,000.**

The law provides \$1.2 billion to increase the number of beds in county jails by approximately 13,000 in an effort to remediate overcrowding faced by counties across the state. Counties are required to match 25 percent of the \$1.2 billion

(approximately \$300 million) -- unless their population is less than 200,000, the Corrections Standard Authority can reduce or eliminate the match. Counties that assist the state in locating reentry facilities and help parolees get mental health services. This will receive funding preference. In 2005 alone, nearly 230,000 individuals avoided incarceration or were released early from jail sentences due solely to a lack of jail space.

#### **• Out of State Prison Transfers:**

The law gives the Legislature clear statutory authority to voluntarily and involuntarily transfer prisoners out-of-state for

the next four years. The legislation authorized CDCR to move up to 8,000 inmates into out-of-state facilities by the year 2011.

### **Reentry Centers – An Innovative Approach**

This reform package not only addresses prison overcrowding, it contains inmate programming efforts geared to reduce the offenders' likelihood of re-offending, thus resulting in safer communities. It is more than just beds—it is programming.

The agreement prioritizes rehabilitation and focuses on reducing recidivism. It directs CDCR to set aside 4,000 beds for drug treatment and to create 16,000 new beds in secure reentry facilities.

One of the most important innovations of this proposal is the new secure reentry centers that will be built. These centers will require a great amount of coordination between the state and local government. Working with CDCR, two strike teams were created by Governor Schwarzenegger to expedite efforts to plan, build and open such reentry centers throughout California.

To date, several counties have signed "Agreements to Cooperate" in a joint partnership to build a Secure Reentry Program Facility in their county and another 19 counties and cities are in the review process.

Kathy Jett, Undersecretary of Programs, who also serves as the Rehabilitative Strike Team Chair, said the goal of the strike teams is to assist the Department in expediting reform efforts.

"The strike teams are looking at these various overlaying processes so

**(Continued on page 4)**

### **“Reform” from pg. 3)**

we can lay a groundwork that the Department can follow to implement the necessary AB 900 changes,” Jett said. “We are performing a number of tasks, including troubleshooting in terms of expediting contracts, and meeting with some of the other control agencies so they are aware of our priorities and the deadlines to accomplish tasks within AB 900. Essentially, this is a joint effort by both strike teams to support the goals of AB 900.”

Secure facilities in the community where the parolee is returning will enable the Department and local community agencies to create an unprecedented continuity of care in the provision of needed support services.

The state will be working closely with local governments and law enforcement to site secure reentry facilities, some of which may be built in conjunction with local jail facilities.

Deborah Hysen, Chief

Deputy Secretary of Facilities, Planning and Construction for the CDCR, and chair of the Facilities Construction Strike Team, noted that considering the effort needed to build infill beds and reentry facilities, her team wants to make sure the effort is thoughtfully planned, so they don’t lose focus on the need.

“Getting these beds on line to ease overcrowding is critical,” Hysen said. “However, when decisions are made to accelerate the appropriation of sites, and construction to house beds, we must also consider and incorporate the rehabilitation and reentry needs so that the product that we build will meet expectations.”

The reentry centers are a new concept in California that will provide a transition to inmates as they leave prison and return to their communities on parole. These secure reentry facilities are the legislation’s rehabilitation centerpiece, and are considered small correctional centers built in local

communities that will provide much-needed services at a critical time in an inmate’s incarceration – just prior to their release.

These facilities will incorporate space for rehabilitation programs, from vocational and educational training to counseling and anti-addiction programs. Additional programs will include:

- Substance abuse treatment programs
- Job training and placement
- GED coursework
- Anger management classes
- Family counseling and,
- Housing placement

As part of the reentry effort, a number of outreach and educational activities will occur throughout the state through 2007 and 2008 to explain processes and give interested cities, counties, and nonprofit organizations a chance to participate in the process. Those activities will include web-based conferencing, as well as regional and local “town halls” in communities that are motivated to partner on the

reentry efforts.

### **Partnerships**

“CDCR will be working closely with organizations, such as county Boards of Supervisors, every step of the way to implement these new reforms and address overcrowding at all levels in our prison and jail system,” said Tilton. “Inmates, parolees and probationers are not a problem of the prison system or the jail system—they are a community-wide responsibility.”

“The department needs everyone’s cooperation to succeed—local police, local sheriffs, local service agencies, and local and statewide elected officials. As more organizations step forward to partner with the department, the CDCR leadership will work closely to make sure that treatment and public safety goals are met”.

For more information, please visit the CDCR website at [www.cdcr.ca.gov](http://www.cdcr.ca.gov) and click on the prison reform link.

### **“Public Safety” from pg. 1)**

that breed more crime to smaller facilities that focus on rehabilitation.

Our goal is improved and expanded rehabilitation and community reentry programs designed specifically to reduce crime and enhance public safety.

Without a doubt, this effort provides for the first and largest prison capital outlay program in California in decades by providing \$7.7 billion in funding and bond resources to add 53,000 in prison beds and jail beds.

These changes are expected to occur in two specific phases that are both interlinked.

Unless this organization

succeeds in the first phase, and meets the 13 specific expectations detailed in the AB 900 language – phase two will not be funded.

The challenge then, now, and for the near future, is to provide beds for treatment and rehabilitation, while at the same time, reduce overcrowding that has made it difficult for the department to offer rehabilitative services.

With thousands of inmates released every year from local jails, the success rates must improve.

- More than 95 percent of those in our prison systems will eventually be released; and
- Approximately 60,000 of all inmates will be released

within the next three years. We can no longer warehouse inmates. We must focus our efforts in getting offenders ready to return home. The plans to reduce our inmate population while increasing opportunities for reentry both at the institution level and in the communities that offenders will return to, are aggressive and have the support of local law enforcement and the Governor.

The bar has been set high for this department through this legislation; no one is a harsher critic of this department’s efforts and progress than I.

I am encouraged by the progress made by this department since the summer of 2006.

I am pleased to have two strike teams focusing on rehabilitation and facility placement and construction. The teams will assist CDCR in providing treatment and construction and facility siting expectations in the months ahead.

While the task ahead of us is rigorous, I know we can accomplish the goals and objectives set forth in AB 900. I look forward to sharing that progress.

I ask that you read this publication carefully, noting the various actions, collaborative partners and

**(Continued on page 5)**



#### **("Public Safety" from pg. 4)**

solutions the Governor, the Legislature and this Department plan to take.

This is our roadmap to working collaboratively with

local government, non-profit agencies, CDCR employees, and most importantly California residents, who realize that incarcerated offenders require the

necessary tools and skills if they are to return home and not reoffend.

For more information, I encourage you to visit the CDCR website specifically

focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

## **Office of Inspector General Charged with AB 900 Oversight Responsibilities**

A specific oversight body to independently track the progress and effectiveness of AB 900 reform efforts has already begun working, conducting public meetings and setting an aggressive schedule to ensure the state's resources are utilized correctly.

Assembly Bill 900 (the Public Safety and Offender Rehabilitation Services Act of 2007) created the California Rehabilitation Oversight Board (C-ROB) within the Office of the Inspector General.

"At one time, California was a national leader in its commitment to programming designed to reduce inmate and ward recidivism. Through the California Rehabilitation

Oversight Board, we hope to assist the department in its present effort to return to that level of commitment to rehabilitation," said Inspector General Matthew L. Cate. "Investing in rehabilitation programs is instrumental for reducing recidivism, and the Legislature created C-ROB to hold CDCR accountable for radically improving the Department's results in this area."

C-ROB's mandate is to regularly examine the various mental health, substance abuse treatment, educational, and employment programs for inmates and parolees operated by CDCR.

C-ROB has already scheduled quarterly meetings and is staffing

up to meet its statutory mandate to submit reports to the Governor and the Legislature twice a year on January 15 and July 15 in 2008 and 2009.

The Inspector General also said that C-ROB will make the rehabilitation oversight process more transparent for every stakeholder.

"All of the oversight board's meetings are open to the public, and all reports of findings will be available online," said Cate. "This high level of accountability will ensure that appropriate programs are finally available to inmates who want to change their lives. This is our best hope of reducing recidivism rates, thereby making our state a safer place to live and work."

C-ROB reports are expected to include findings on the effectiveness of treatment efforts, rehabilitation needs of offenders, gaps in offender rehabilitation services in the department, and levels of offender participation and success in the programs.

The board is expected to make recommendations to the Governor and the Legislature with respect to modifications, additions, and elimination of offender rehabilitation and treatment programs. C-ROB reports will be publicly available on release and be hosted on various CDCR and Office of the State Inspector web sites.

## **Reform Strike Teams Drive Rehabilitation Improvements; Spur Necessary Construction**

Two strike teams created by Governor Arnold Schwarzenegger in May 2007 have begun guiding CDCR in its effort to reduce overcrowding and increase rehabilitation and reentry opportunities statewide.

Both strike teams will report their recommendations and provide a progress roadmap directly to CDCR Secretary James E. Tilton as well as provide key recommendations on construction and rehabilitation challenges. Their work is expected to continue through the

Summer 2008.

"My administration is taking immediate action to implement California's historic prison reform plan," said Governor Schwarzenegger, when he announced the strike teams on May 3. "With these strike teams, we are aggressively moving forward to shift our approach to rehabilitating prisoners in California. And, we will cut through the red tape to expedite construction, just as we have done with California's levees, and recently with the collapsed overpass in the



Joan Petersilia addresses the strike team.

Bay Area. I will not tolerate bureaucratic hangups and delay when it comes to public safety."

One strike team will address reform of prison rehabilitation programs while the other will

**(Continued page 7)**

# Reentry Facilities Provide Hope – Opportunity for Felons Returning Home

By Kathy Prizmich, Community Outreach Liaison

Parolees ARE returning home to their communities and they are facing multiple challenges: employment opportunities, housing, substance abuse addiction, transportation, and mental health services, to name a few.

Many have strained relationships with family members, which impacts their parole. More than 81,000 parolees returned to custody in 2005 for new crimes of non-compliance with the terms of their parole. Research shows an emerging consensus that nationwide, offender reentry programs are critical in developing safer communities.

The signing of AB 900 by Governor Schwarzenegger on May 3, 2007, represents an historic and seismic shift in California's correctional system – providing the "R" (Rehabilitation) in CDCR. Referred to as the "Public Safety and Offender Rehabilitation Services Act of 2007" ("Act"), this legislation provides for the delivery of jail beds, prison beds and secure reentry program facility beds and places a greater emphasis on rehabilitation for adult offenders.

Among the provisions of this Act are funding for increased offender programming, 16,000 beds in Secure Reentry Program Facilities (SRPF), and an appropriation of \$1.2 billion in jail construction funding through state lease-revenue bonds. Reentry facilities are a unique and new concept in California that will provide a transition to inmates as they leave prison and return to

their communities on parole. It also provides integrated services for parolees in their communities.

"Prisoners do come home," said Marisela Montes, Chief Deputy Secretary, Adult Programs, during a recent town hall meeting in Monterey County with Governor Schwarzenegger, "and we DO have an obligation to send them home better prepared to deal with the challenges they're going to face than when they first arrived."

Reentry facilities will be designed in cooperation with the local county and/or city officials, Corrections Standards Authority (CSA), private industry and contracted service providers. Because each community has differing needs for their reentry facilities, the programs will be developed to specifically address the needs of those communities.

Some smaller counties may choose to develop regional secure reentry facilities.

The six major offender programming areas in each of the reentry programs will include:

- 1) criminal thinking, behaviors, skills, and associations;
- 2) aggression, hostility, anger and violence;
- 3) academic, vocational and financial;
- 4) family, marital and relationships;
- 5) substance abuse and
- 6) sex offenders.

Below is a general description of a reentry facility that will be located throughout the state:

- Houses medium-level custody to lower-level custody offenders, with some opportunity to



Inmates trained for jobs once they are released are less likely to come back to prison.

- house high-level custody offenders;
- Provides a maximum of 500 beds with both celled and dormitory style housing;
- Provides space and support staff for medical, dental, and psychiatric treatment, in compliance with court-mandated standards;
- May provide for the sharing of infrastructure costs and services with other local corrections-related buildings or infrastructure to be determined through negotiations by mutual agreement.

The target populations for each of the reentry facilities will differ according to the needs of the local community. Inmates at all levels are eligible for consideration if they are within 12 months of release. Those with a high-risk to reoffend will receive priority placement as long as they are willing to program and can benefit from the programs offered.

Inmate participation will be voluntary and will target those

inmates six to 12 months prior to release. Incentives to participate in the reentry program will be the possibility of employment prior to release, being incarcerated closer to home, participating in the various treatment programs and working with a caseworker for two to three years.

"This is a period of time when we can really work on their criminogenic needs — the issues that landed them in prison to begin with," Montes said. "Research also shows that this is a period where inmates are most receptive to changing their lives for the better."

Public Entity Agreements (PEAs) will be used between the states and counties. PEAs are negotiated agreements that will define the site of the secure reentry program facilities, the program within the facilities and the populations to be served. The PEAs also will be used to establish the parameters

(Continued pg. 9)

### **(“Strike Teams” from pg. 5)**

ensure that the construction of correctional facilities is expedited. The teams are made up of more than 20 experts from universities, community organizations and state government. The two strike teams will work together.

Assembly Bill 900 (AB 900), also known as the Public Safety and Offender Rehabilitation Services Act of 2007, provides \$7.7 billion to add 53,000 prison and jail beds in two phases and fundamentally shifts how the CDCR approaches rehabilitation for California’s prisoners.



Kathy Jett

Kathy Jett, Undersecretary of Programs, and chair of the Rehabilitation Strike Team, said the role of the strike teams, following the passage of AB 900, is to assist CDCR to focus its resources where they can have the greatest positive impact.

“The strike teams are looking at these various overlaying processes so we can lay a groundwork that the department can follow to implement the necessary AB 900 changes,” Jett said. “We are performing a number of tasks, including troubleshooting in terms of

expediting contracts, and meeting with some of the other control agencies so they are aware of our priorities and the deadlines to accomplish tasks within AB 900. Essentially this is a joint effort by both strike teams to support the goals of AB 900.”

Deborah Hysen, Chief Deputy Secretary of CDCR Facilities, Planning and Construction and chair of the Facilities Construction Strike Team, noted that considering the effort needed to build infill beds and reentry facilities, her team wants to make sure the effort is thoughtfully planned, so they don’t lose focus on the need.

“Getting these beds on line to ease overcrowding is critical,” Hysen said. “However, when decisions are made to accelerate the appropriation of sites, and construction to house beds, we must also consider and incorporate the rehabilitation and reentry needs so that the product we build will meet expectations.”

The Rehabilitation Strike Team is focusing on evaluating existing education, training, and substance abuse treatment programs and has committed to assist the Department in developing leading-edge rehabilitation programs.

“On the rehabilitation strike team, we are tapping into the best experts within California and the rest of the nation to look at the best way for us to transition from what is a custody organization and gravitate toward an organization that provides both rehabilitative and custody services,” Jett said.

The goal of this strike team is to assist in the delivery of services to inmates and

### **Facilities Construction Strike Team membership**

Deborah Hysen chairs the Facilities Construction Strike Team. She was appointed as Chief Deputy Secretary of Facilities, Planning and Construction for the Department of Corrections and Rehabilitation. She is a former Chief Deputy, Department of General Services (DGS) and California Performance Review leader.

Facilities Construction Strike Team members include:

Robert Denham, retired Chief Deputy Sheriff, Sacramento County  
Kevin Carruth, former Undersecretary, California Youth and Adult Correctional Agency  
Jim Varney, Major Damage Engineer, Department of Transportation  
Ben Martin, Acquisition Manager, DGS Procurement  
Scott Harris, Executive Director, Corrections Standards Authority  
Karen Finn, Department of Finance Capital Outlay Principal Program Budget Manager  
Doug Button, Deputy Director, Real Estate Services, DGS

parolees to improve public safety. Before construction begins, the rehabilitation strike team will assist with designing facilities to best accommodate the newer programs. In addition, the strike team will work with communities to continue existing services and create new opportunities for parolees returning home to counties that may not have had services available.

“We have already had a number of discussions about being involved in facility design. Specifically, we are looking at the need for space to provide individual counseling,” Jett said. “Right now, a lot of what do in the institutions are group settings. However, the real critical discussions are going to occur in a one-on-one private setting. That is one area we would like to develop.

“We would like to get a setting in our facilities that is more campus-like and gets the idea across of what community reentry is about. Transitioning people also means giving them more freedom as well within our own facilities. If they can’t behave and interact within that setting, it will give us a good clue they may not make it outside the walls.”

The Facilities Construction

Strike Team is focusing on ways to speed up approval of reentry and infill beds projects, as well as find ways to keep costs to a minimum and satisfy the necessary environmental considerations. It intends to restore CDCR’s major project management capability and begin work immediately to build reentry, infill, medical and jail beds.

“The real estate investments made by the state must also reflect the investments made by the parolees and inmates occupying reentry centers and infill bed areas,” Hysen said. “The result must be robust public safety, lower rates of recidivism and making sure the offenders are given the best chance to successfully reenter society by giving them the skills and tools to do it, in facilities such as these.

“The reentry facility concept is so new that we need to ensure that we do it right. That is going to take careful planning, and the outside experts working with those in the Department that can temper our ideas with the practical needs of a security environment.”

The Facilities Construction strike team is also charged with looking at alternative options for housing inmates in

**(Continued pg. 8)**



### **(“Strike Teams” from pg. 7)**

existing facilities throughout the state. Finally, this strike team is expected to talk with communities who have concerns about existing prison facilities in their communities in an effort to resolve problems.

Both Jett and Hysen said that Secretary Tilton has asked them to “dig deep” in their efforts to identify any potential challenges so that reentry and rehabilitative services can be transitioned efficiently into the current CDCR structure. This is a joint effort between the strike teams and CDCR.

“Right now we are trying to get underneath the surface issues to determine whether the barriers are real or legitimate, so we can use our statewide resources to move through those barriers,” Jett explained. “For example, say we can deliver the beds, but if we don’t have the support processes in place, we won’t be able to determine who goes in those beds and whether that is the best use of our resources.

“When we get to the point where we are all on the same workplan and some of the necessary changes at CDCR begin to occur, Secretary Tilton will be in a better position to monitor the progress and ensure that resources are going where they need to,” Jett said.

Hysen noted that this initiative gives the state a rare opportunity to make a difference.

“California is in a unique position with this initiative,” Hysen said. “The Legislature has funded it, and this is absolutely supported by Governor Schwarzenegger. We have a rare opportunity to fund something – an approach to corrections that just doesn’t exist anywhere, and drive rehabilitation efforts and approach not just statewide, but throughout the country in a meaningful way.”

The two strike teams will take from six to 12 months to complete their work. During this time, the strike teams will review the Expert Panel Report and make recommendations.

## **Rehabilitation Strike Team Membership**

Kathy Jett, Undersecretary of Programs and former Director of the Department of Alcohol and Drug Programs (ADP), chairs the Rehabilitation Strike Team.

Strike Team members include a mix of individuals from the private sector as well as academia and government.

### **Rehabilitation Strike Team members include:**

Joan Petersilia, Ph.D., Professor, Criminology, Law & Society Director,  
UC Irvine Center on Evidence-Based Corrections

Jose’ Millan, Vice Chancellor, Economic Development & Workforce Preparation, California Community Colleges

Nena Messina, Ph.D., Principal Researcher, UCLA  
Institute  
of Substance Abuse Treatment

Matt Powers, Director, PRIDE Industries (Sacramento)

Mimi Budd, retired Chief Counsel, Department of  
Alcohol and Drug Programs

Joe Lehman, retired Washington State Director of  
Corrections and National Institute of Corrections  
consultant

Barbara Bloom, Ph.D., Associate Professor, Department  
of Criminology and Criminal Justice, Sonoma State  
University

Frank Russell, Director, Division of Education, Vocations  
and  
Offender Programs, CDCR

Todd Jerue, Department of Finance, Corrections  
Program Budget Manager

Julie Chapman, Deputy Director, Department of  
Personnel Administration

Debra Thompson, Classification and Compensation  
Division, Department  
of Personnel Administration

Kevin Carruth, Former Undersecretary, California Youth  
and  
Adult Correctional Agency

Harry Wexler, Ph.D., National Development and  
Research Institutes, Inc.

Pat Nolan, President, Justice Fellowship



Kathy Jett leads a recent strike team meeting.



### ("Reentry" from pg. 6)

for the ongoing working relationships between the parties.

As the Department moves forward with its negotiations with the counties on reentry facilities, CDCR will conduct numerous internal

and external meetings and workshops that will educate and inform staff and the public on the status of implementation. In addition, the CDCR will begin to build a web page that is both informative for the public but also

provides local governments with information for doing business with the Department on reentry.

The overall goal is to reduce the frequency of parole violations through successful coordination and communication between the

state and local government, and thereby enhance public safety for the communities.

For more information, please visit the CDCR website specifically focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

## Local Jail Beds a Critical Component of AB 900 Reentry

**By Jonathan Parsley, Information Officer II, Office of Communications**

With local jails swollen beyond capacity and thus causing the early release of thousands of inmates every year, providing for local jail bed space is a critical component of the prison reform effort. A new prison reform act provides \$1.2 billion to increase the number of beds in local county jails, specifying that at least 4,000 beds be under construction or sited in the first phase of \$750 million.

"AB 900 represents a solution that considers and helps resolve the problem on a systemic level," Secretary Tilton said.

In order to receive the funds provided by AB 900, counties are required to match 25 percent of the \$1.2 billion funding (approximately \$300 million), unless that county's population is less than 200,000. In these smaller counties, the Corrections Standards Authority (CSA) can reduce the amount of matching funds upon petition by the county.

Scott Harris, CSA Executive Director, also serves as a member of the Facilities Construction Strike Team and stated his role as one that assists the strike team understands the demand for services.

"My role as a member of the strike team is to keep the chair apprised of CSA's ongoing status of the jail construction funding process. The team is certainly aware of the critical role the local jail beds play in the larger picture of incarceration needs statewide, and the need for a partnering effort as counties and the state move forward to make positive strides with crowding and rehabilitation issues. CSA will help to facilitate those partnerships within the role we play in our direct working relationships with local entities," Harris said. "CSA's

ongoing communication with local counties indicates the counties will put forth many viable proposals for critically needed jail beds. The need far exceeds the funding allotted."

All counties assisting the state in siting reentry facilities, mental health day treatment and crisis care, and/or providing a continuum of care in mental health and substance abuse counseling services following a parolee's termination from parole, will receive funding preference.

However, challenges remain. There are 20 counties that have a population cap mandated by the courts and another 12 counties with self-imposed caps. In 2005 alone, 233,388 individuals avoided incarceration or were released early from jail sentences due

solely to a lack of county jail space. This increase in local jail beds is expected to help relieve to some degree the overcrowding faced by counties throughout the state.

The CDCR, the participating counties and the State Public Works Board are expected to make a construction agreement for these projects providing performance expectations. The requirements include the acquisition, design, construction, or renovation of the local jail facility, and guidelines and criteria for its use. The agreement will outline the cost of the approved local jail facility project to include ongoing maintenance and staffing responsibilities for the term of the financing.



Prison overcrowding puts pressure on local jails.

# Employment Considered Vital to Parolee Success

By Frank Losco, Public Affairs, Prison Industry Authority

An essential element for reducing recidivism is the ability for parolees to obtain meaningful employment upon release. Recent legislation addresses this issue by enhancing the Department's inmate education, treatment, and rehabilitation programs.

Rehabilitation has become the operative course in the Department's goal of reducing recidivism. Governor Arnold Schwarzenegger and the Legislature have established rehabilitation as a priority because of its fiscal and societal benefits.

Incarcerating inmates with the outdated practices of the past has become untenable considering the realities of the present. The cost to house one inmate

in a California prison now approaches \$44,000 per year.

For roughly every 23 inmates who parole without recidivating, the General Fund realizes a \$1 million savings. By extrapolating this figure to roughly 300 inmates who are released daily, it becomes increasingly evident that the Department must re-evaluate its rehabilitative efforts.

Even moderate success in enhancing inmate rehabilitative programs can have an immense impact on the number of parolees who return to California's penal system.

"We are looking at many new and innovative options to provide programs for inmates. The Department can provide the rehabilitative programs; however, it is up

to the individual inmate to use these opportunities and take the initiative to make meaningful changes in their lives," said Secretary James E. Tilton.

Frank Russell, Director of the Division of Vocational Programs, explained that the Department's work also has an impact on society.

"The societal benefits of reducing recidivism are significant to each Californian. Every community is faced with the challenge of new parolees entering their community. The effect on crime victims and our court system further substantiates the need for change. Inmates are either prepared and ready to be released, or not prepared and commit new crimes. We have a responsibility and an

opportunity to ensure that inmates succeed."

Russell and his staff are reviewing numerous areas to begin the planning and implementation of new rehabilitation programs.

"We are reviewing many different areas where a substantial impact can be made to reduce the number of inmates who return to prison," Russell said. "Programs are being evaluated to determine whether they provide sufficient skills for inmates that would likely result in their employment in the community. Obtaining employment is essential for parolee success."

The Division is moving aggressively to fill vacant instructor positions, which are critical to its basic rehabilitation mission. Education has traditionally been the backbone of rehabilitation and more resources are planned to expand the existing opportunities and courses for inmates.

The Division also is reviewing workforce evaluations to determine where jobs are available and where inmates will be paroled. This information will provide the Department with better information on placing inmates in the community.

Another important aspect of enhancing rehabilitation programs is assessing an inmate's risk level to recidivate. This data will be used to evaluate those inmates that have a medium to high risk of recidivism. The Division's plan is to use a case management system that will

**(Continued on pg. 11)**



Trade skill training can begin in prison, preparing an inmate for a job on release.



**(“Employment” from pg. 10)**

track the progress of these higher risk inmates.

The Division also is reviewing the “gate” money that is given to inmates at release to determine if changes should be made. The Division is reviewing alternative resources to enhance rehabilitation as the new legislation allows the Department to use the resources of other state or local agencies, academic

institutions, and other research organizations.

“Rehabilitation is really a matter of public safety, because when we prepare inmates for their eventual release, we are proactively heading off potential problems that could arise later,” Russell said. “Parolees are hitting the streets everyday, and I believe that we can make a difference in their lives.”



One prison has an industrial diving program.

## **AB 900 Adds Beds, Rehabilitation, and Infrastructure Improvements at Existing Prisons**

**By Cheryl Campoy, Lieutenant, Office of Communications**

The California Department of Corrections and Rehabilitation's 33 prisons currently house far more prisoners than it was designed for. CDCR has been forced to house inmates in areas not designed for living space, including gymnasiums, dayrooms, and program rooms, as well as inmates sleeping in triple-bunks.

These spaces have traditionally been dedicated to recreation, education, counseling and other rehabilitative programs.

According to CDCR Secretary James E. Tilton, “Gyms and dayrooms were not designed to house inmates, and this severe overcrowding creates major safety and security concerns for staff and inmates”.

To expand capacity at existing prison facilities Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, will provide \$2.7 billion (\$300 million General Fund and \$2.4 billion lease-revenue bonds). The funding will

add about 16,000 beds at existing facilities, and expand prison infrastructure. The project is being called the “Prison Infill Program” under the requirements of AB 900. Additionally, any new beds constructed will be supported by rehabilitative programming for inmates such as education, vocational programs, substance abuse treatment programs, employment programs, and prerelease planning.

AB 900 provides the funding in two phases and fundamentally shifts how CDCR approaches rehabilitation for California's prisoners by moving them out of temporary beds to free up these spaces for rehabilitation programs.

Phase I funding will permit immediate construction and will include design and construction at existing prison sites. CDCR is authorized to move forward with all activities related to the infill program to construct prison housing units, prison support buildings, and programming space in order to add 12,000



Rehabilitation is inhibited by overcrowded gyms and day rooms.

beds.

Phase II funding is contingent on the CDCR meeting rehabilitation, management and construction benchmarks during Phase I. CDCR has committed to meeting these benchmarks to trigger Phase II funding for 4,000 more beds. Benchmarks include:

- Successfully completing construction of half of Phase I beds;
- 75 percent average

participation in drug treatment programs over six months;

- Establishing the California Rehabilitation Oversight Board (C-ROB) in the Office of the Inspector General;
- Proper assessment and placement of offenders in rehabilitation programs when they enter the system, and then again when they're a year away from parole;

**(Continued on pg. 19)**



# Inmate Transfers Resume Outside California

## *Use of Private Facilities Will Ease Overcrowding*

By Bill Sessa, CDCR Deputy Press Secretary

The CDCR bus rolled across the Arizona desert in the early morning darkness of June 1, delivering 38 volunteer inmates to the Florence Detention Center near Phoenix in time for breakfast.

They joined 280 other California inmates who had been there since last fall, as California resumed its use of out-of-state correctional facilities to house an overflow of inmates and temporarily ease overcrowding while CDCR expands capacity, increases staff safety, and builds room for rehabilitation programs.

Begun in November 2006, the out-of-state transfers were stalled by legal challenges to the Governor's authority to allow them. That uncertainty was resolved by the Legislature's passage of AB 900, which authorizes CDCR to move up to 8,000 inmates into out-of-state facilities by

the year 2011.

AB 900 repeals the authority to transfer inmates out of state in 2012 or when what the bill calls "temporary beds" are eliminated, whichever occurs first.

The authority expressed in AB 900 "will provide immediate short-term relief while the recidivism strategies and other new reforms are fully implemented," said Governor Schwarzenegger shortly after he signed the bill into law. "This will dramatically improve the safety of California's institutions for our correctional officers and staff as well as inmates. The transferring of inmates out-of-state is a critical component of the state's overall plan to relieve overcrowding and will increase access to rehabilitation programs that will ultimately improve public safety."

Reducing the extent of overcrowding in CDCR's institutions is expected to produce a less stressful environment, reduce the spread of infectious diseases and allow correctional staff to spend less time responding to critical and emergency situations. It also is expected to free up space to improve medical care.

But unlike the inmates in Arizona or the inmates housed in the West Tennessee Detention Facility, both operated by the Nashville-based Correctional Corporation of America (CCA), inmates are now being moved involuntarily by CDCR to meet its goals. "We continue to inform inmates that they can volunteer by showing the video (produced by CDCR) and the fact sheets to reduce the number of inmates we have to move involuntarily," says Terri McDonald, Chief

Deputy Warden of the newly created California Out-of-State Correctional Facilities unit.

Some groups of inmates are automatically excluded from consideration for transfer, including those in minimum-security fire camps, those with sentences of life in prison without the possibility of parole, condemned inmates, and maximum-security inmates.

Those inmates to be moved involuntarily will be chosen according to criteria outlined in an executive order issued by Governor Schwarzenegger last October, making approximately 18,000 inmates potential transfer candidates. Among them, the first priority for consideration were approximately 4,500 inmates with immigration holds or potential holds placed by the U.S. Bureau of Immigration and Customs Enforcement (ICE).

In addition, the largest group of potential transfers is approximately 14,000 inmates convicted of aggravated felonies who have no work assignments and who have no demonstrated family ties, based on their visiting records over the last two years.

But meeting these basic criteria does not automatically mean that an inmate will be moved out-of-state. Those that do meet the minimum requirements will be included in a pool of candidates for further screening before final selections are made. The process for screening inmates is extensive, both to protect inmates' rights and to



A treatment specialist works with out-of-state inmates.

ensure that inmates who are transferred are well matched to the institutions where they will be sent.

"We review their central file and then their medical and mental health files, if they have a history of needing that treatment," McDonald said. "We will not send anyone who needs extensive medical care or mental health treatment, but we have transferred disabled inmates and met Americans with Disabilities Act requirements," she added.

The screening process allows inmates to consult legal representation if they request it, McDonald explained. "Final stop on the screening process is the classification committee. If the classification committee recommends a transfer, the inmate has the right to appeal and we will hold him in California through the second level of review," she said.

In addition to the technical screening, McDonald notes that communication with inmates is critical in order for the program to be successful.

"private prison representatives and my staff will go to the prisons to answer any questions inmates have," says McDonald. "We explain the program, where they are going, how they are going to get there and what to expect in programming."

Also, CDCR staff visit California institutions every other week to review CCA's performance and to meet with inmates in an open forum to answer any questions they have.

CDCR plans to transfer approximately 400 inmates a month over the next two years and the maximum 8,000 transfers authorized by AB 900 are expected to be completed by March 2009.

Initially, inmates will



Inmates prepare to fly to another state.

continue to be transferred to Florence, AZ and other facilities operated by CCA, which has a contract to provide 4,056 beds. Additional CCA facilities in Tallahatchie, MS and North Fork, OK are likely also to house California inmates.

In the meantime, CDCR will look for additional contracts, potentially with CCA and

other private correctional companies, to find enough beds for all 8,000 inmates who ultimately will be housed out of state.

So far, it appears that the volunteers who have gone to out-of-state facilities are satisfied with the decision they made. McDonald Said, "we have almost 100 percent of them in programming and

the inmate's aren't requesting to come back to California."

For more information on out-of-state transfers, please visit the CDCR website specifically focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

# Helping Female Offenders Succeed

## Gender Does Make A Difference

By Margot Bach, Director, Special Projects, Office of Communications

Family matters and with family-focused, community-based programs now under way in the California Department of Corrections and Rehabilitation (CDCR) family ties play a significant role in providing some of the most effective innovations in supervising female offenders.

Women now represent an ever-growing segment of offenders under supervision by the CDCR, accounting for about 11 percent of the adult felon population. This program is subject to legislative approval.

This historic effort will provide women serving time in California's prisons with greater opportunities for success in life after their release, with a net benefit to these women, their families and society. Before AB 900 was signed in May 2007, female offender reform efforts were already well in the planning and implementation stages. The CDCR recognized more than two years ago that a comprehensive strategy to address the issues related to female offenders was long overdue.

"Gender-responsive practices can improve outcomes for female

***"Just because your mother is in prison doesn't mean you can't fulfill your dreams."—14-year-old child of an inmate***

offenders by considering their histories, behaviors, and life circumstances," said Wendy Still, Associate Director for CDCR Female



The CDCR made a \$625,000 grant over 18 months to establish the Chowchilla Family Express program, which recognizes and promotes the importance of family reunification to the welfare of children and the eventual post-prison success of inmates.

Offender Programs and Services. "Investments in gender-responsive policy and procedures will also produce long-term dividends for the CDCR and the community as well as for female offenders and their families."

The CDCR is working to provide a foundation for gender-appropriate policies and practices. The Female

abuse, mental health, trauma, employment, and education. The Gender Responsive Strategies Commission (GRSC) was formed in January 2005 to assist the CDCR in "creating an environment that reflects an understanding of the realities of women's lives and addresses the issues of women."

As the CDCR becomes more and more responsive to the issues of supervising female offenders, it becomes more successful in targeting the pathways to offending that move women into the criminal justice system and return them to it. The CDCR has a historic opportunity to break the intergenerational cycle of incarceration. The CDCR focus is in these areas:

- Acknowledge that gender makes a difference;

- Create an environment that is based on safety, respect and dignity;
- Develop policies, practices and programs that are relational and promote healthy connections to children, family, significant others, and the community;
- Address the issues of substance abuse, trauma and mental health through comprehensive services and appropriate supervision;
- Provide women with opportunities to improve their socioeconomic status; and
- Establish a system of community supervision and reentry with comprehensive, collaborative services. The plan is to move up to 4,500 low-level



female offenders into much smaller secure facilities—called Female Rehabilitative Community Correctional Centers (FRCCCs)—in the communities from which they came. This program is subject to legislative approval. The FRCCCs would house no more than 200 women at a time, and would be located in or within 25 miles of an urban center. Studies demonstrate that placing inmates in community-based programs dramatically reduces recidivism.

“The idea for these smaller women’s facilities is part of an overall shift in how we meet the needs of female inmates,” Still added. “More than half of female offenders have suffered abuse at some point in their lives as compared to about 16 percent of male inmates. They tend to be less educated than their male counterparts and the majority have at least one child under the age of 18.”

These women inmates are serving time for non-serious, nonviolent offenses, with the overwhelming majority serving time for drug offenses or property crimes arising from drug use. They need meaningful services, including substance-abuse treatment and education, vocational training, mental-health treatment and health care, all of which can be provided in the community at a higher quality and lower cost than in a state prison.

With California’s women’s institutions situated in just two counties, thousands of women are inevitably housed far from their families and potential support networks. To be successfully rehabilitated, these inmates

need contact with their families, with culturally-appropriate services and with potential employers – in the communities they will return to after serving their time.

“The value of placing women offenders closer to their families should not be underestimated,” said Still. “Seventy percent of women serving time in our state prisons are mothers of children 18 or younger. Programs already in place in our state — such as the Community Prisoner Mother Program and Family Foundations program — show an enormous rehabilitative benefit from family interaction. Women in community programs

collaborated with Women in Criminal Justice and the Catholic Archdiocese of Los Angeles to expand the popular Get on the Bus program, which brings children and their families to visit over the Mother’s and Father’s Day weekends.

The Chowchilla Family Express began in March 2007, and provides free transportation for children and other family members to visit their loved ones in the two Chowchilla female institutions. The CDCR made a \$625,000 grant over 18 months to establish the program, which recognizes how valuable family reunification is to the welfare of children and the

Express because it provides yet another rehabilitative option for so many women offenders,” said Still. “This bus program provides unique opportunities for female offenders to reunite with their children, who are in most cases hundreds of miles away. We remain committed to extending our responsibility for female offenders beyond their incarceration to improve their chances of success when they return to their communities.”

The impact on children is no less dramatic. The data shows that separation from mothers puts children at a higher risk of ending up in prison themselves. The chance to break the



Studies show female inmates with family visits do better upon release.

that provide comprehensive services and give them frequent contact with their children in a healthy environment reoffend at a rate of just 14 percent.”

In addition to its other current and planned family unification efforts, the CDCR

eventual post-prison success of inmates. The program will send an average of six buses each month from northern and southern California, and is currently scheduled through Fall 2007.

“We are excited about the Chowchilla Family

inter generational cycle of incarceration is reason enough to move these women from their remote locations closer to the people who will motivate and support them.

# The Public Safety and Offender Rehabilitation Services Act of 2007 By the Numbers

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007 provides \$7.7 billion to add 53,000 prison beds and jail beds in two phases.

State prisons currently house approximately 172,000 prisoners in facilities designed for about half that number. In 2005 alone, 233,388 individuals avoided incarceration or were released early from local jail sentences due solely to a lack of jail space.

## Out of State Prison Transfers: 8,000 inmates

The agreement gives the Legislature clear statutory authority to voluntarily and involuntarily move up to 8,000 prisoners out-of-state until 2011.

## Total Beds: 53,000

The \$7.7 (\$7.4 bonds/\$350 General Fund) billion allocated will provide 53,000 prison and jail beds in two phases.

- Phase I: \$3.6 billion lease revenue bond.
- Phase II: \$2.5 billion lease revenue bond. Must be enacted by 2014.
- CDCR will set aside 4,000 beds for drug treatment and create 16,000 new beds in secure reentry facilities.
- CDCR will add 16,000 infill beds at existing prisons to reduce the number of prisoners in beds temporarily placed in day rooms and gyms.

- CDCR will add 8,000 medical, dental and mental health facility beds as mandated by the federal Receiver.
- Funding to increase the number of beds in local county beds by 13,000 to remediate overcrowding faced by counties across the state.
- Local matches: 25 percent (approximately \$300 million) of \$1.2 billion in lease revenue bonds for local jails.
- Additional funding: \$350 million General Fund (\$300 million for infrastructure, \$50 million for rehabilitation).

## Phase I Requirements:

- CDCR must meet the following benchmarks during Phase I to trigger Phase II funding. They are:
- Successfully completing construction of one-half of Phase I beds (12,000 new beds).
  - 75 percent average participation in drug treatment programs over six months.
  - Establishing the California Rehabilitation Oversight Board (C-ROB) in the Office of the Inspector General.
  - Proper assessment and placement of offenders in rehabilitation programs when they enter the system, and then again when they're a year away from parole.
  - Increasing offender participation in classes and education programs.
  - CDCR's completion of a prison-to-employment plan.
  - Providing mental health day

treatment for parolees.

- Completion of various studies by CDCR and C-ROB assessing the effectiveness of inmate programming.

## Phase I

### Prison and Community Reentry Beds for State Prisoners Begins

#### • Rehabilitation and Secure Reentry Beds: 6,000

#### • Infill Beds: 12,000

#### • Medical Beds: 6,000

## Phase II

### Prison and Community Reentry Beds Finalizes

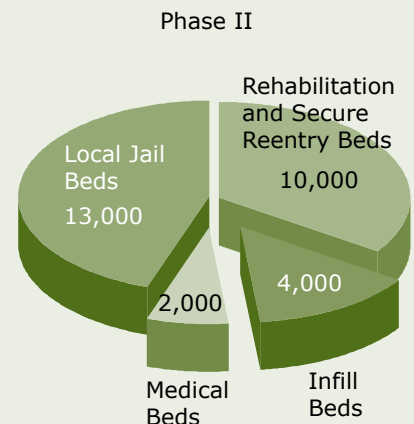
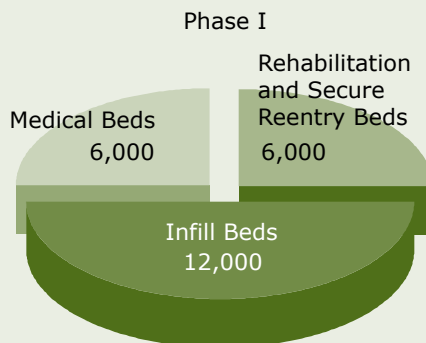
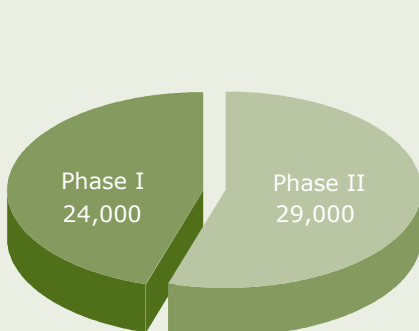
#### • Rehabilitation and Secure Reentry Beds: 10,000

#### • Infill Beds: 4,000

#### • Medical Beds: 2,000

#### Local Jail Beds: 13,000

- Some \$1.2 billion to increase the number of beds in local county beds by 13,000 to remediate overcrowding faced by counties across the state.
- Counties will be required to match 25 percent of the \$1.2 billion (approximately \$300 million).
- Counties with populations less than 200,000 may receive assistance to reduce this match from the Corrections Standard Authority.
- Counties that assist the state in locating reentry facilities and helping parolees get mental health services will receive funding preference.



# Prison Reform – 13 Points of Proof of Practice

Funds for The Public Safety and Offender Rehabilitation Services Act of 2007 are being released in two phases.

In order for the California Department of Corrections and Rehabilitation (CDCR) to receive funding for the second half of the AB 900 mandates, the following 13 conditions need to be met by the Department.

The legislation calls for a three-member panel—the State Inspector General and an appointee of the Judicial Council of California—to be satisfied these conditions are met.

The conditions include:

- (1) At least 4,000 beds authorized in subdivision (a) of Section 15819.40 of the Government Code are under construction.
- (2) The first 4,000 beds authorized in subdivision (a) of Section 5819.40 of the Government Code include space and will provide opportunities

for rehabilitation services for inmates.

- (3) At least 2,000 of the beds authorized in subdivision (a) of Section 6271 are under construction or sited.
- (4) At least 2,000 substance abuse treatment slots established in Section 2694 have been established, with aftercare in the community.
- (5) Prison institutional drug treatment slots have averaged at least 75 percent participation over the previous six months.
- (6) The CDCR has implemented an inmate assessment at reception centers, pursuant to Section 3020, and has used the assessment to assign inmates to rehabilitation programs for at least six consecutive months.

- (7) The CDCR has completed the Inmate Treatment and Prison-to-Employment Plan, pursuant to Section 3105.
- (8) At least 300 parolees are being served in day treatment or crisis care services, pursuant to Section 3073.
- (9) The California Rehabilitation Oversight Board (C-ROB), created pursuant to Section 6140, has been in operation for at least one year, and is regularly reviewing the CDCR's programs. This condition may be waived if the appointments to the C-ROB have not been made by the Legislature.
- (10) The CDCR has implemented a plan to address management deficiencies, pursuant to Section 2061, and at least 75 percent of management positions have been filled for at

least six months.

- (11) The CDCR has increased full-time participation in inmate academic and vocation education programs by 10 percent from the levels of participation on April 1, 2007.
- (12) The CDCR has developed and implemented a plan to obtain additional rehabilitation services, pursuant to Section 2062, and the vacancy rate for positions dedicated to rehabilitation and treatment services in prisons and parole offices is no greater than the statewide average vacancy rate for all state positions.
- (13) The CDCR has reviewed existing parole procedures.



Vocational and rehabilitational programs provide opportunities for inmates.



# Substance Abuse Treatment Services Critical Component of Prison Reform

By Glenn Lavin, Correctional Administrator, Division of Addiction and Recovery Services

The Division of Addiction and Recovery Services is playing an integral role in ensuring that the California Department of Corrections and Rehabilitation (CDCR) meets the mandates outlined in the Public Safety and Offender Services Act of 2007 also known as AB 900.

"Substance abuse takes an enormous toll on human lives," Kathy Jett, Undersecretary of Programs said. "Substance abuse has a negative effect on families and drives incarceration; however, research shows that investing in substance abuse treatment has a real cost benefit to the public."

DARS is a cornerstone of the CDCR's overarching mission to improve public safety through crime prevention and recidivism reduction. Formerly known as the Office of Substance Abuse Programs, CDCR established the Division to strengthen its efforts in reducing substance abuse and addressing the criminogenic risks and needs of inmates and parolees.

"Substance abuse treatment is fundamental to this Department's commitment to rehabilitation," CDCR Secretary James E. Tilton said. "Frankly, this department can and will do a better job now that treatment services are such a critical component of the prison reform and rehabilitation effort."

DARS provides coordinated services to inmates and parolees by working with the Department's statewide

partners in law enforcement and in the health and social services communities.

The Division provides broad-based substance abuse treatment programs in correctional facilities including transitional programs to prepare inmates for their release to parole and community-based continuing care to parolees. Community treatment also is available to parolees who have not completed in-prison programs. Professional treatment providers working under contract with CDCR are the engines that drive the Division's programs.

CDCR's substance abuse

programs use the therapeutic community and other treatment models to meet the needs of inmates.

"The therapeutic community concept builds and maintains positive, healthy treatment communities in a highly structured environment," Jett explained.

Community aftercare programs include such modalities as therapeutic residential care and sober living facilities with outpatient treatment.

"Fundamentally, we are committed to ensuring that concepts like the therapeutic community continue or

bridge nicely into the secure reentry facilities," Jett said.

Jett, who also serves as the Rehabilitative Strike Team Chair, said the strike teams are assisting CDCR and the DARS in getting appropriate treatment programs in place as facilities and reentry opportunities become available.

DARS has begun the first phase of the prison reform and rehabilitation effort operation by identifying specific locations in existing prisons and community correctional facilities that will provide substance abuse treatment services for an

(Continued on pg. 19)

## The Division of Addiction and Recovery Services

The Division of Addiction and Recovery Services provides the most effective services possible through striving to achieve the following strategic goals and priorities:

- Reduce recidivism through gender responsive interventions which reduce substance abuse behaviors and criminogenic risks and needs;
- Increase aftercare by promoting the value of aftercare to inmates and through service planning and implementation of client-centered services to ensure the successful linkage between in-prison programs and community aftercare entities;
- Improve in-prison and aftercare program performance by completing program assessments, implementing best practices, and responding to recommendations from the Treatment Advisory Committee;
- Develop and implement comprehensive assessment processes which allow measurement and tracking of individual participant change as a result of services interventions, and
- Improve program performance by partnering with the Treatment Advisory Committee, academic and professional communities, and service providers to identify new program models and innovations to existing program models, and identifying and eliminating unsuccessful programs

**(“Treatment Services” from pg. 18)**

additional 4,000 inmates.

In addition, AB 900 directs the CDCR to expand follow-up treatment services in the community for 2,000 offenders in order to ensure that those who participate in in-custody substance abuse treatment receive necessary follow-up treatment while on parole.

This expansion will begin in

2007. Over several fiscal years, additional treatment services to 1,000 inmates will be provided as well as continuing care for approximately 500 parolee substance abuse treatment participants.

An additional 1,000 treatment slots will be added in fiscal year 2008 with an additional 2,000 slots slated for the following fiscal year. As space is made available

from other reform efforts and overcrowding is reduced, treatment staff will continue to work with correctional facilities to ensure that expanded treatment services become available.

Private-service contractors provide most services to DARS inmates and parolees, but Jett said other community-based organizations and state and local government agencies are

essential partners in carrying out the Division's mission.

“The prison reform and rehabilitation effort is expected to expand those community-based partnerships,” Jett said.

**(“Improvements” from pg. 11)**

- Increasing offender participation in classes and education programs;
- CDCR's completion of a prison-to-employment plan;
- Providing mental health day treatment for parolees; and
- Completion of various studies by CDCR and C-ROB assessing the effectiveness of inmate programming.

Not everyone may agree that building more prison beds is a good idea for their community.

In Lone for example, the locals feel they've done more than their share to accommodate the environmental impact of overcrowding at nearby Mule Creek State Prison. When it comes to bringing in more prison beds, the neighbors' initial verdict echoes resoundingly: not here, no way.

However, as far as expansion goes, Mule Creek State Prison warden Richard Subia said the additional beds anticipated for Mule Creek, oddly enough, will help reduce the inmate population. Right now, Subia said, he has over 700 inmates sleeping in “non-traditional”

beds in triple-bunked gyms and dayrooms. The infill construction project at Mule Creek will ultimately allow him to clear out the so-called “bad beds,” while freeing up much needed space for rehabilitation programs. “As the whole plan is rolled out, as everything is said and done, I would have a reduction in population and increased space for rehabilitation,” Subia said.

AB 900 also addressed concerns echoed by numerous communities near prisons. How would prison expansion impact local utilities? The answer may be found in AB 900 since the funding will also expand existing power, water, and wastewater treatment facilities to handle a larger population.

Infrastructure improvements funded by the \$300 million General Fund appropriation is underway at identified prison sites. It includes installation of an electronic device to control the number of toilet flushes within a given period of time. With installations currently underway, water and wastewater reductions have been reported as high as 50 percent, with an average

of around 25-30 percent. This provides the relief necessary for treatment plants to operate within permitted levels and provides capacity for the additional housing units.

Environmental reviews have begun at numerous sites, and other sites are preparing to begin construction with funding provided in the bill. The process to hire architectural and engineering firms and site engineering firms for the identified sites has also begun.

To speed up construction and overhaul rehabilitation programs, the Governor has directed his Administration to establish strike teams within CDCR's management. The strike teams are composed of nationally

recognized rehabilitation and prison construction experts. One strike team will assist the Department to reform California's prison rehabilitation programs and the other will expedite the construction of correctional facilities.

Deborah Hysen, the recently appointed Chief Deputy Secretary of Facilities, Planning and Construction for CDCR currently serves as chair of the AB 900 Facilities Strike Team. “Getting these beds on line to ease overcrowding is critical,” Hysen said. “But, the end result must be robust public safety; lower rates of recidivism and making sure the offenders are given the best chance to successfully reenter society by giving them the skills and tools to do it.”



# reform & **inform**

Moving Forward with Prison Reform in California

2 0 0 7 - 2 0 0 8

This publication was produced by the California Department of Corrections and Rehabilitation, 2007. All rights reserved.